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ABSTRACT

This report presents results from the Florida State Board of Community Colleges' review of Criminal Justice programs. A preface indicates that concerns related to crime in the state provided the impetus for the review and that it focused on issues related to curricula, funding and costs, labor demand and employment requirements, and labor supply. The next section offers the following four recommendations developed in the review: (1) statewide articulation agreements for law enforcement and correctional officer programs should be developed; (2) basic skills entry level examinations should be required; (3) grade level requirements should be adjusted to reflect job performance and state certification standards; and (4) program budget requests and subsequent funding should reflect the high costs associated with these programs. The next sections review the historical background and current context of public law enforcement in the state, describing the functions of the Division of Criminal Justice Standards and Training, the Department of Corrections, and private and public correctional agencies. The following sections describe the Criminal Justice curriculum; steps in developing job competency; and issues related to basic skills testing, indicating that employers continue to be dissatisfied with graduates' basic skills, but that steps have been taken to address the issue. Finally, a discussion of labor demand and supply, funding for community college programs, and conclusions is presented. Contains 19 references. Appendixes include tables showing the length of law enforcement and correction officer programs. (TGI)

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FLORIDA STATE BOARD OF COMMUNITY COLLEGES

CRIMINAL JUSTICE PROGRAM REVIEW
Training Programs in Florida

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FLORIDA STATE BOARD OF COMMUNITY COLLEGES

CRIMINAL JUSTICE PROGRAM REVIEW
Training Programs in Florida

Division of Community Colleges
Tallahassee, Florida
February, 1996

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PREFACE

Florida Statutes provide that every degree or certificate program be reviewed. Reviews are conducted on a periodic basis usually every five years or whenever program effectiveness or efficiency is jeopardized (F.S. 240.312, 240.311(3)(c). The results of program reviews may be tied to the legislative budget request for the community college system. Additionally, the Executive Director of the State Board of Community Colleges (Board) is required to submit program reviews to the Board for their approval (F.S. 240.311(4).

Florida Administrative Code (Rule 6A-10.039(1) provides that the Division of Community Colleges should submit to the Postsecondary Education Planning Commission (PEPC) a five-year program review plan or an update of the current five-year plan. PEPC encourages program review coordination between all postsecondary education providers.

Coordination insures that program reviews address issues referred to in the Master Plan for Florida Postsecondary Education (PEPC, 1993). Such issues include promotion of quality, program productivity, remedial education, regional and state economic development, student demand for programs, and requirements of the labor market.

The Division of Community Colleges has also identified issues which may be included in program reviews. These issues include: ***curriculum changes, program duplication, articulation, equipment or library deficiencies, student demand, student outcomes, equity, access, employment demand, relations with employers, continuing education, administrative and instructional cost***. Much of the data is gathered from institutional reports. An aggregation of the data provides interested parties with a statewide perspective. When displayed over a series of years, trends and

changes within each of the issue areas are evidenced.

Both the State Board of Community Colleges and PEPC encourage continuous, proactive program reviews. Rather than limiting reviews to the five year cycle, discretion is provided for Division staff to respond to emerging policy issues and employment demands. Examples of current statewide issues include accountability, performance measures, and Occupational Forecasting. Many programs are reviewed by external agencies. Coordination is encouraged between the state-level program review process and outside agencies such as licensing boards, specialized accreditation bodies, regional and institutional accrediting associations.

Problem Addressed in the Review

In addition, the impetus for this Criminal Justice Training review arose as Florida felt the anguish of crime in and around our campuses, highways, shopping centers, businesses and homes. The state's 1990 Crime Rate of 8,539 per 100,000 residents was 46.7% higher than the rest of the nation. This represented a 31.2% increase over 1985 figures. Violent crime occurred every 3 minutes and 19 seconds in 1991. Nonviolent or property crime occurred every 32 seconds in 1991 (Florida Department of Law Enforcement, 1991).

The problem addressed in the review is that crime is wide-spread, addictive and threatening to bankrupt state and local governments. Going beyond the scope of this report are such issues as delinquency, juvenile justice, and teenage parents who are underemployed and unprepared for the responsibilities of parenthood. However, within the purview of this report is the training and education of criminal justice personnel who are dedicated to creating a safe environment for Florida's citizens. Training is a critical step in reducing crime and requires cooperation among the directors of training in the law enforcement agencies, the vocational centers and the community colleges.

Purpose of the Review

The general purpose of this review of the Law Enforcement, Correctional Officer and Correctional Probation Officer educational programs is to respond to the statutory mandates. Among the issues addressed in this program review, several are of particular interest to the Division of Community Colleges (DCC), the Division of Applied Technology and Adult Education (DATAE), the Department of Corrections (DOC), and the Division of Criminal Justice Standards and Training (DCJST). The specific issues include:

1. **Curriculum Frameworks, job task analysis and remediation**
2. **Funding, program costs, and distribution of funds**
3. **Labor demand and employment requirements**
4. **Labor Supply defined as recruitment, performance and placement.**

The report will be a summative description of the public community college vocational certificate programs entitled Basic Law Enforcement, Correctional Officer and Correctional Probational Officer. For purposes of the review the three programs will be referred to as the Criminal Justice Program Review (CJPR). The review centers on the certificate programs because they represent basic recruit training options. Each option leads to fulfilling the requirements necessary to sit for the state certified officer exam.

Policy and programmatic recommendations are included. The recommendations are designed to assist educators, practitioners, administrators and other criminal justice stake holders. Of importance is the continued collaboration between the Florida Department of Law Enforcement (FDLE), the Department of Corrections and the Division of Community Colleges. This collaboration is in keeping with the recommendations from the Postsecondary Educational Planning

Commission. Collaboration also reflects the common interest and renewed commitment toward communication between these state agencies. Additional collaboration between the Division of Community Colleges and the Division of Applied Technology and Adult Education played a significant role in developing a meaningful review.

It is worth noting that the areas of concern in this review represent an ongoing effort by the State Board of Community Colleges (SBCC). For example, failure rates of community college criminal justice academy graduates were addressed in 1994. As recently as January, 1995 the SBCC adopted an eight-step initiative aimed at the criminal justice workforce and educational reform (SBCC, January, 1995).

RECOMMENDATIONS

The following State Board of Community College recommendations require the cooperation and support of individuals and agencies who have direct or indirect interest in the education of Law Enforcement Officers, Correctional Officers, and Correctional Probation Officers. Individuals and agencies who are called upon to respond to the recommendations include: the Division of Community Colleges and the Division of Applied Technology and Adult Education of the Florida Department of Education; the Department of Labor and Employment Security; the Criminal Justice Standards and Training Commission; the Florida Department of Law Enforcement; the Division of Criminal Justice Standards and Training; the Department of Corrections; and the Directors of the Criminal Justice Training Academies.

1. **Agencies involved in Criminal Justice Training Programs should work toward the development of two statewide articulation agreements which would provide graduates from certified PSAV law enforcement and correctional officer programs a mechanism which appropriately recognizes previous credit and permits graduates to continue their career training in associate degree programs.**

2. **Entry level examinations for basic skills should be completed prior to admission to the criminal justice training academies.**

3. **Grade level requirements for the TABE should be adjusted to more appropriately reflect job performance and state certification standards.**

4. **Development of program budget requests and subsequent funding should reflect the high costs associated with these programs and state standards which reflect high quality basic recruit training.**

HISTORICAL BACKGROUND

National projections indicate that by the turn of the century approximately 700,000 individuals will be employed in the public law enforcement sector. Additionally impressive is the projection that in five years 1.7 million individuals will be employed in private security (Hallcrest Systems, 1990).

According to the Department of Labor and Employment Security, Bureau of Labor Market Information (1992), Florida's criminal justice employee population for 1992 is classified as follows:

Table I
Criminal Justice Employees
Bureau of Labor Market
1990

	Number
■ Correctional Officers	22,814
■ Police Patrol Officers	20,548
■ Guards (Private Agency)	54,992
■ Police and Detective Supervisors	5,640
■ Fish and Game Warden	2,372
■ Railroad Transit Police	522
■ Detective and Investigator	2,606
■ Sheriff and Deputy Sheriff	4,902
■ Bailiff	1,146
■ Police Detective	4,652

How have these classifications evolved? Historians point out that the U.S. system of criminal justice paralleled the British model (Schmalleger, 1993). Early terms which laid the foundation for descriptions in use to date include:

- Shire Reeve - leader of the county
- Comes Stabuli - mounted officer
- Bailiff - responsible for night watch

Early procedures consisted of a posse in search of criminals who frequently found refuge with family and friends. When the criminals were found, their guilt was assumed. If trials were held at all, they were expedient and sentencing often involved community execution. Typically, the bailiff job was to alert sleeping citizens so that community based arrest and justice could prevail.

Police practices were organized in Britain approximately 600 years ago. Practices included performing watch over designated wards; the draft of men for police service; and regulations compelling citizens to respond to the "hue and cry" for help to apprehend criminals.

During the middle 1700s, Henry and John Fielding formalized and organized the London police force. The "Bow Street Runners" became known for their discipline and quality of police work. In further development, the London Metropolitan Police Act created the London Metropolitan Police in 1829. Sir Robert Peel selected 1,000 men who became known as the "new police" or "Bobbies". Hallmarks of the modern police force were identified and were commonly known as the "Pellian Reform". These characteristics included prevention patrols, uniforms, military administration, communication, training and selection of personnel.

Population density fostered the development of organized police in London. Similarly, in many large cities across America, organized law enforcement began as early as the 17th and 18th century. Paid watchmen were employed in New York in 1658. Uniformed officers and precinct stations appeared by 1731. Exceptions existed in the western frontier and many of the

rural southern states. There with geography providing cover, criminals escaped. Citizen posses and vigilantes existed as honest hard working citizens sought to protect themselves and their property (Schmalleger, 1993).

After the Civil War, social reform and an exodus from farms to towns saw a resurgence of law enforcement improvements. The International Association of Chiefs of Police formed in 1902, and the International Association of Policewomen formed in 1915. Teddy Roosevelt, former Police Commissioner of New York City, organized the Federal Level Bureau of Investigation while serving as the twenty-sixth president from 1895 to 1897. The Bureau was soon known as the Federal Bureau of Investigation (FBI).

During the decades of the 1900s, law enforcement focused on professional activities. Police professionalism grew, in part, as a result of an increasingly complex social, economic, and political order. Administration, decision making, and community relations in law enforcement drew the attention of the public and elected officials. Federal funding for crime fighting began in 1966. The Law Enforcement Assistance Administration played a significant role in administering federal funds between 1966 and 1980. In 1973 the National Advisory Commission on Criminal Justice Standards and Goals published a report establishing strategies for preventing and attacking crime. The report was highlighted by the need for representation of minorities. In addition, college training was suggested as a prerequisite for employment. In further development at the federal level, the U.S. Congress authorized nineteen law enforcement agencies within seven departments.

Private funding for fighting crime began by 1970. As an example, the Ford Foundation contributed $30,000,000 to establish the Police Development Fund (Schmalleger, 1993).

As decentralization of law enforcement developed, more responsibility was given to state and local governments. State level agencies have a variety of responsibilities which include the following:

1. When requested, assist local agencies in investigations
2. Provide patrol on state highways
3. Staff identification bureaus
4. Staff records bureau
5. Provide officer and administration training

Departments or Divisions with assigned state authority and responsibility include:

1. Alcohol and Law Enforcement
2. Bureau of Investigation
3. Fish and Wildlife
4. Highway Patrol
5. Port Authority
6. State Parks
7. Weigh Stations
8. University Police

Every incorporated municipality can authorize a police force. It is not unusual for municipalities to hire a small force to carry out the duties of investigation, patrol, and apprehension. Though operating on a limited scale, smaller agencies far out number comprehensive urban police agencies and, consequently, employ the greatest proportion of law enforcement personnel. City Police Chiefs are usually appointed by the city mayor. Jurisdiction usually conforms to the geographic city boundaries.

Other small communities may depend on a sheriff's department to carry out these responsibilities. Sheriff departments typically have jurisdiction in the unincorporated areas. Responsibilities for the sheriff's office include serving civil summonses, securing court rooms, and maintaining the county jail. In addition, many of the responsibilities listed above as state agency procedures, are also carried out by municipal and county agencies.

CURRENT CONTEXT

As the fastest growing state in the union and soon to become the third largest, Florida has an extensive law enforcement network. Over 67,000 Criminal Justice Officers serve the state. (FDLE, 1995) The total of full-time, part-time and auxiliary officers has grown 48.9% since 1985.

Within the state's growing population, ethnic diversity has increased. Similarly, Florida's criminal justice officers reflect this diversity. For example, the proportion of Black officers has increased from 11.3% to 16.04%. The proportion of Hispanic officers has increased from 3.77% to 6.02 percent. Table III on the page 6 displays the ethnic change in the Criminal Justice Officer Population.

To meet the various criminal justice needs of Florida an efficient system of education and training must be available. As such the Legislature has provided the Executive Planning Committee of the Florida Department of Law Enforcement Criminal Justice Standards and Training Commission with the capacity to establish a state master plan for education and training.

Division of Criminal Justice Standards and Training

Florida's social and economic environment has changed in response to the state's dramatic population growth. Providing a safe home and business is a complex task. To enable officers and support personnel to carry out their responsibilities, a standards and training system is needed to organize recruiting, education, planning, and managing activities. The Criminal Justice Standards and Training Commission is statutorily created to provide oversight to the standards and training of certified officers. The Division of Criminal Justice Standards and Training serves as staff to the Commission. In setting direction for certification standards and training, future plans developed by the Commission depend on contributions from the regional training councils, the training institutions, law enforcement agencies, and professional organizations. As such, a mission

statement has been developed and a master plan to reach the goals in the mission statement has been approved. The mission statement of the CJSTC reads as follows:

> ***To ensure that all citizens of Florida are represented and served by the most qualified, well trained, educated, and ethical criminal justice officers in the nation.***

The five year Mission Statement emphasizes the important role recruitment, training, and education play in serving Florida. What state characteristics contribute to this emphasis on training and education for Florida's criminal justice officers?

As previously cited, education, employment, health care, and transportation provide attractive and abundant opportunities. Such opportunities are irresistible to approximately 5,000 individuals who weekly call Florida their new residence. Population growth stimulates Florida's economy through the purchase of food, shelter, transportation, and associated services. Unfortunately not all growth is positive.

Florida's crime rate has consistently ranked higher than the nation's crime rate for several years. By 1990, Florida's crime rate (number of crimes per 100,000 population) was 8,539.4, approximately 46.7% higher than the nation's crime rate of 5,820.3 (Florida Department of Law Enforcement, 1991). During the past five years the state's crime rate has grown 3.9%. During 1991, violent crime occurred every three minutes and nineteen seconds. Certain categories like rape increased at significantly higher rates. Nonviolent or property crimes occurred every thirty-two seconds during 1991(Florida Department of Law Enforcement, 1991).

Reducing crime is a complex issue. In Governor Lawton Chiles "Investing in Florida: a Strategic Investment Plan 1992-1996" social factors are cited as antecedents to crime. These factors include the 27,000 unintended births by teenage mothers. Child abuse and neglect are creating over 183,000 victims each year. Paralleling these adverse conditions has been a 65% increase in juvenile delinquency cases over the past seven years (Chiles, 1992).

Responding to these conditions, the Division of Criminal Justice Standards and Training in the Florida Department of Law Enforcement developed a five year master plan. The plan developed goals and objectives leading to 1998. The goals and objectives focused on the following issues:

1. Diversity in recruitment and retention
2. Recruitment, Selection, and Retention
3. Community Oriented Trends
4. Training Concerns
5. Rise in Crime/Social Decay
6. Ethics.

Eight goals with two or more objectives were developed addressing these issues. (FDLE, 1992).

Department of Corrections

The Department of Corrections is one of the state's leading agencies for making Florida a safer place to live. The state's correctional system is charged with keeping criminals incarcerated and reshaping others to become productive, law abiding citizens. The department is also responding to the mandate commonly known as the "Safe Streets Initiative"(93-406 F.S.). This legislation effectively eliminates early release procedures. The procedures include repeal of provisional credit and gain time for felons.

State corrections is characterized by growth. In response to a growing inmate population, responsibilities have increased. The state's inmate population which numbered 28,310 in 1985 has grown 99% reaching over 56,400. In addition there are over 134,000 offenders in community supervision. More that 128 facilities operate statewide.

Growth in quality has also occurred. Quality improvement can be found in such areas as management and staff productivity, accreditation of facilities, and development of office automation and cost reductions through an improved bidding procedure. Quality reporting and planning have helped reduce operating costs. Training for correctional officers and staff totaled over 2 million hours in 1993. This represented an increase from 1.6 million in 1992.

An issue which will continue to influence action by the Florida Department of Corrections is the drive to reduce inmate bed levels from maximum capacity (two inmates per cell) to lawful capacity (33% above design capacity, which is one inmate per cell). The Legislature appropriated $269 million dollars in capital outlay funds to phase in an additional 17,033 new prison beds.

Relevant to this report are the men and women staffing the security areas. Approximately half of the 24,000 employees in corrections work in security areas. Correctional officers are trained and educated according to standards set by the Florida's Criminal Justice and Standards and Training Commission. Correctional Officers must be high school or GED graduates, complete the basic recruit training course and successfully sit for the Florida Officer Certification Exam. However, Correctional Probational Officers earn a baccalaureate degree upon completion of their program of study at the universities.

As more correctional officers are needed to staff new facilities and comply with federal and state guidelines, academy directors at vocational centers, law enforcement agencies, and community colleges will be under additional pressure to increase the number of graduates.

Though much has been accomplished in recent years, Secretary Singletary realizes the department must continue the effort and move even further down the road (Annual Report, 1993-1994). State correctional plans call for an increase in the number of accredited facilities and an

increase in the role the Florida Corrections Commission plays in shaping future policy. There is also a growing spirit of cooperation with law enforcement agencies and academic institutions. This cooperation will help insure efficient operation and preserve safety throughout the state.

One such area which offers benefits to the state in solving growing demands for correctional facilities and personnel is through the state's Correctional Privatization Commission.

Florida's Correctional Privatization Law

Chapter 957 of the Florida Statutes creates the Correctional Privatization Commission. The purpose of the commission is to enter into contract with a private entity for the purpose of designing, acquiring, financing, leasing, constructing, and operating correctional facilities.

A Correctional Privatization Commission is appointed by the governor and consists of five members who serve four year terms. The commission employs an executive director and appropriate staff. The commission may enter into a contract with a private contractor for the design, acquiring, leasing, constructing and operation of a facility. Contracts emphasize innovation and a satisfactory track record of inmate recidivism rates. The private firm must be able to carry out terms of the contract which includes indemnification of the state, provide plans which meets American Correctional Association standards, provide dental, medical, psychological, work and educational programs which are designed to reduce recidivism. Contractors as independent entities are not permitted to transfer inmates, develop or adapt rules and penalties, determine discipline, or affect change in an inmate's sentence or release.

The Auditor General's office must certify a cost savings of at least 7%
to the state to enter into such contracts. Annual reports to the Speaker of the House and President of the Senate certify that private contracts meet all requirements.

Private Correctional Facilities

Many states find current revenue insufficient to fund a growing demand for services. Alternatives to providing services are now considered essential to relieve fiscal problems state and local governments face (Schmalleger, 1992). Such services include contracting with private firms for food, psychological services, and custodial services for prisoners. In addition to services, states are turning to private firms to answer the problem of overcrowding in prisons. In addition, states are sensitive to liability issues arising from unsafe prison conditions.

Beginning as early as 1985, the Corrections Corporation of America, (CCA) began offering private contracts to run state prisons. Though unsuccessful in developing a contract to run all of the Tennessee prisons, (CCA) currently operates several dozen prisons across the country. The U.S. Corrections Corporation, another private firm, operates prisons holding more than 1,900 prisoners.

The industry leader in privatized corrections is the Wackenhut Corrections Corporation. As of January 1994, approximately 47,000 prison beds nationwide were managed by private corporations. Wackenhut's 22 facilities maintain 13,732 beds or 29% of the private market. Established in 1984, Wackenhut manages facilities in the U.S., England, Australia and Puerto Rico.

Management and development is underway for a 750 inmate facility in Glades County, Florida, and a 1,318 inmate facility in Palm Beach County, Florida. The estimated budget for the Palm Beach County project is $35 million. The Glades County facility provides drug counseling, education and vocational training programs. In addition, efficient management enables Wackenhut to offer these services at a significant savings to the state.

Private Security

Much of the history of private security and protection can be traced to America's westward

growth. Though several eastern states and cities had organized public law enforcement a century earlier, it was not until the mid-1800s that private security firms made a significant appearance. Contracts between security firms and businesses called for protecting property and personnel. Valuable supplies, merchandise, and money shipped to the west needed assurance of safe passage. Railroad companies were one of the first to contract with security firms and to hire private guards. Financial institutions were also instrumental in the early history of private security. Banks were one of the first to employ security personnel and contract with independent security firms. One of the oldest firms which contracted with banks to secure the transportation of money was the Brink's Corporation which began with 85 horse drawn armored wagons.

In examining the growth of private security, history reveals that many contemporary concepts and businesses have an interesting past. The term "private eye" services allegedly grew from Pinkerton's use of the motto "We Never Sleep". Two partners Henry Wells and William Fargo formed a business providing security in the western frontier. Wells Fargo continues today as comprehensive security firm. The Brink's company expanded from their 85 armored wagons to a nationwide fleet of armored trucks.

Though the protection of property and personnel remain an important function, the scope of private security services has expanded to keep pace with new clientele. Such clients include hospitals, wealthy business professionals and media stars, attraction and theme parks, nuclear reactor facilities, communication industries, hotels and residential communities, technology manufacturers and computer firms.

Commonalities and Differences in Public and Private Agencies

There are commonalities and differences between private security firms and public police.

The more noticeable differences occur in the responsibilities and methods of operation. In a 1985 study of private security and public law enforcement, the protection of lives and property was common to both entities and of top priority. Differences can be seen in the remaining responsibilities. For private firms, the balance of the responsibilities include crime prevention, loss prevention, fire prevention and access control. For public law enforcement agencies, arrest and prosecution of suspects, investigation of incidents, maintenance of public records, and crime prevention are priorities (National Institute of Justice, 1985).

Other differences involve operational or procedural policies governed by statute. Employees of public law enforcement agencies operate under laws addressing the operation of public agencies and public officials. Sworn officers are public officials bound by legal structure. Simply stated, public officers are paid with public funds and must operate under public law.

Other policies provide the basis under which private protective firms operate and agents carry out their duties. Under what authority do private security firms or company hired security personnel carry their duties? Courts have held two positions. A security guard operates with the same authority as an individual protecting his or her own property and person. Legal rights accorded an owner to use force in protecting their property or person can be extended to security personnel. Furthermore, such extension of private rights provides for security personnel to carry out responsibilities without being bound by certain public law. Such laws govern use of force, gathering of information, or enforcing policies.

In contrast, other courts have held that because public perception is that private security personnel carry the same authority as public sworn officers, public law should govern private security personnel. The issue is unresolved and complicated as public officers often choose to work

second jobs as private security agents.

Regarding these legal aspects, the array of clientele, job specialization, and related issues, states are moving to standardizing security officer training. The Hallcrest Report (1990) indicates that 23 states require training if the private security guard is armed. Fourteen states require training if the security officer is unarmed. In a study eight years ago, survey information indicated that a small number of states require no more than an application and fee payment to be licensed a private security guard (Deegan, 1987).

Because of the sometime complex laws involved and increasing job complexity, there is an apparent need for specialized training for private security personnel. Departing from the days of watchmen on routine patrol, current security personnel must be equipped with technological and procedural skills. Surveillance, industrial counter espionage, and antiterrorist training are readily available as options in the services offered by private security firms. Specific skills are needed to enable private security firm personnel to meet the security requirements of small and large corporations which operate on a local as well as a national basis.

These services can only be available if the appropriate training is available. Executive Security International in Aspen and Richard W. Kobtez Company in Berryville, Virginia, both offer training for celebrity protection, defensive driving, threat assessment, alarms and defensive techniques (Schmalleger, 1993). In addition, state sponsored training includes fire prevention, first aid, building safety, report writing and legal powers.

Certification is available from the Kobetz company as a personal protection specialist (PPS). Certification is also available from the International Foundation for Protection Officers. Training is carried out in Alberta and Utah. Successful candidates earn the designation of Certified Protection

Officer (CPO). The professional organization, The American Society for Industrial Security (ASIS), offers exams for certification as a protection professional (CPP). Experience in the field, written exams in security management, casualty and loss prevention, investigation, personnel security, substance abuse as well as specialized topics such as public utility security, and retail security are available CPP certification specializations.

Significant growth in the private security business is anticipated. Reasons for the growth include a marked increase in crime, an increase in the public's perception of crime and fear, budget weakness in many local and state governments, and an awareness of cost efficiency through private security firms.

From the Hallcrest report, the number of private security employees was estimated to be 1.5 million in 1990. This total is more than the combined population of all federal, state and local public law enforcement personnel. Expansion at 4% per year could increase the private security employee ranks to 1.9 million with public law enforcement employees numbering 700,000 during this same period (Cunningham, 1990).

Worth noting is the revenue projections for the private security business. Projections call for a 7% increase per year through the year 2000. Research estimates indicate that in 1990 American businesses spent approximately $52 billion dollars annually on security. In contrast, the total spent on public law enforcement was $30 billion (Cunningham, 1990, p. 229).

Private security firms have an important role in protecting property and personnel. The development of contemporary society brought new security needs which private security firms have been quick to satisfy. Their flexibility coupled with dynamic management are characteristics which position private security firms for continued growth. New clients with new needs are being satisfied

with technology and information gathering capabilities from the private sector.

As private security firms tackle future security and correctional concerns and turn them into opportunities for business success, well trained personnel will be needed. The training of private security personnel for law enforcement and corrections can best be accomplished through cooperation with other educational agencies. Advocates of privatization argue that history suggests that private firms have been successful in providing cost efficient and effective service for decades. Business skills which have proven successful in private security can be applied in managing state law enforcement and corrections. Should privatization of correctional facilities and private security grow as anticipated, community colleges and vocational centers should be prepared to expand program offerings and revise the respective curriculums to satisfy future growth.

Other issues deserving attention include cooperation between private security and public law enforcement officers. Such areas for review include public officers working for private agencies, and the varying purposes between the two agencies with regard to the disposition of cases. Economic conditions of state and local governments could well focus increased attention on the effectiveness of public and private security personnel. Particularly important is the role of training and the flexibility of current law enforcement and correctional education curriculums. Because private firms need well trained personnel, community colleges and vocational centers may play an important role in preparing a growing work force in law enforcement, security and corrections.

Privatization of correctional facilities and private security firms are likely to reshape Florida's criminal justice system. Cooperation and coordination between corrections, criminal justice and education is essential to meeting employment demands. Through joint planning, community colleges, vocational centers, law enforcement agencies and private educators can move Florida

several steps closer to achieving a safe community and an effective criminal justice system.

CURRICULUM

Today's law enforcement officers must be able to incorporate the demands of apprehending criminals with the responsibilities of an officer sworn to uphold the criminal justice system of Florida. Similarly, transitions in criminal justice and corrections require correctional officers to understand the connection between incarceration, communications, and rehabilitation. Higher, continuous education is as necessary to today's officer as is his or her skills and mastery of weapons, investigation, legal aspects and prisoner control. To carry out such responsibilities, officers need technical skills in such areas as firearms and defensive driving. Equally important are the development of skills in communication and decision making.

Training in these professional skills are offered by community colleges, law enforcement agencies, and vocational centers. Certified programs must meet standards established by the CJSTC. Currently, the Florida Department Education has leveled law enforcement and correctional officer programs at the Postsecondary Adult Vocational level. Graduates of community college and vocational center programs earn vocational credit.

Programs operate under certification by the Criminal Justice Standards and Training Commission (CJSTC). Programs meeting CJSTC standards are certified as Law Enforcement and Corrections Academies. The Criminal Justice Standards and Training Commission has certified twenty-one community college programs as of October 1994. These college programs follow a curriculum approved by the CJSTC. The curriculum is based on a Job Task Analysis. The Department of Education develops Curriculum Frameworks and Student Performance Objectives.

A 1988 Criminal Justice Program review listed 14 colleges which offered the law

enforcement program and 19 which offered the correctional officer program. Presently 20 colleges offer the law enforcement program and 18 offer the correctional officer program, while one offers the correctional probational program. It should be pointed out that academies are certified for a five year period. During that time academies can offer any of the certification programs. Depending on enrollments and needs, the community colleges can elect when to offer any of the programs.

Program length varies among the academies. Charts in Appendix A display the range of clock hours required in the community college law enforcement academies. Law enforcement programs can range upwards of 1,000 clock hours. Correctional Officer programs range from the minimum mandated 411 to 600 clock hours. The range of clock hours reflects the requirements of local employing agencies. Where additional training is needed to satisfy employers, academy directors have been diligent in incorporating additional topics in the curriculum.

If program length was a factor in performance on the certification exam or on employer satisfaction, there was no indication in the data reviewed. When exam pass rates were matched by academy program length, there were no significant matches between score and length. Similarly, from surveys conducted by the Florida Education and Training Placement Information Program office (1995) employer satisfaction was evident across all programs regardless of length.

In addition to program length, accessibility and transferability have impacted basic recruit training and education. A publication entitled Florida's Enhanced Criminal Justice Training/Education System, outlines the enhanced delivery system. System enhancements were developed by individuals associated with the Criminal Justice Training Improvement Project (FDLE, 1991). The enhanced system supplements traditional training. That is, the system is an extension of current local and state criminal justice training and education. The overall purpose of

the system is to enhance accessibility and transferability in officer training. The net results to the state are lower training costs, and improvements in the procedures officers may follow as they move from minimum state competencies(basic training), to A.S. degree tracks and other Post Basic Courses.

Enhanced transferability and an elimination of duplication were the goals which, when met, gave the state beneficial results. For example, students completing basic recruit training may now concurrently fulfill a portion of the A.S. degree requirements in the Criminal Justice Technology program. Furthermore, some of the courses in the law enforcement track are identical for the correctional officer track.

One way of ensuring transferability is by requiring conformity to the state's common course numbering system. Uniformity found in converting to common designations and numbers enhances transferability.

The enhanced delivery system is also beneficial to criminal justice employers. Utilizing Job Task Analysis and Needs Assessments, local needs are incorporated into new and existing programs. FDLE and DOE cooperatively maintain an awareness of employer needs and help ensure students and employers are benefitted. Though coordinated at state level, agencies can devise their own officer development study programs through curriculum design procedures which incorporate job analysis and needs assessment.

In summary, the system is an integrated approach which provides simultaneous achievement of career and educational goals. Criminal justice agencies, training academies and students enjoy the flexibility and options available to satisfy individual and employer needs.

Because the system is still being implemented and local employer needs differ across the

state, there is room for improvement. Copies of a typical community college program outline, course descriptions, student performance standards and curriculum frameworks for Law Enforcement, and Correctional Officer, are found in the Appendix D, E and F.

In a review of 10 community college catalogues which described law enforcement and correctional officer programs, two observations were noticeable. Five of the college catalogue program descriptions did not list course title, number or prefix. Of the remaining college catalogues which listed the courses, there were variations in the course number and vocational credits which could be earned. Only one catalogue listed the number of college credit hours which would transfer to the A.S. degree program after the student had completed the basic recruit or correctional officer program. This review of the catalogues could not determine if the lack of uniformity in the course titles, prefix numbers and credit hours earned was a barrier to transferring students. Worth noting is a current procedure used at one college which facilitates transfer from PSAV to PSV programs. The procedure involves a "bridge program". Essentially graduates from PSAV programs desiring to continue their training in a PSV program can do so by taking and passing a one hour class. Though not used statewide, the mechanism warrants further development and use.

The second point involves transfer mechanisms. The business of one academy accepting credit from another academy can be a complex task. The complexity is particularly apparent with high liability (highly technical courses). Complexity evolves from the nature of the training and the training outcomes. Training and practical experiences are hazardous. Errors and accidents can occur. Errors which occur in simulation or in the field can result in injury or a miscarriage of justice. In both cases, there is potential liability to instructors and the college. Academy directors are well aware of the liability issue. Consequently, directors rely heavily on individual articulation

agreements between academies. If the absence of significant problems with current individual articulation agreements is an accurate gauge, then it is safe to conclude that the current procedure of using institutional articulation agreements is generally supported and working well. However, these current agreements involve transfer from one PSAV program to another PSAV program.

As previously cited, the requirements to become a sworn officers have increased. In many parts of the state job entry requires college level training. References in the professional literature indicate that a college degree will become the entry level standard across the nation. If college level programs become the entry standard, then transfer from PSAV programs to PSV programs will need further clarification.

Furthermore, as entry level standards move upward additional contact hours, and program semester hours may be necessary These changes could well impact program length, laboratory activities, intended outcomes and performance standards..

Recommendation 1.

Agencies involved in Criminal Justice Training Programs should work toward development of two statewide articulation agreements which would provide graduates from certified PSAV law enforcement and correctional officer programs a mechanism which appropriately recognizes previous credit and permits graduates to continue their career training in associate degree programs.

Recruit selection, basic skills testing, job task analysis, and curriculum frameworks are steps designed to identify and train officers who have the best chance of achieving success. Because of the dynamic nature of the law enforcement and corrections professions, review of the congruency of these steps is needed. Such reviews are important. Identifying problems and providing

commensurate resources to correct problems can benefit the state by providing a cost efficient and effective system of training sworn officers.

STEPS IN DEVELOPING JOB COMPETENCE

Updating skills needed in the criminal justice work setting is a continuing process. Administrators, instructors and employers must work cooperatively to ensure officers are equipped with competencies necessary to enforce the law and preserve public safety. These competencies should include professional knowledge, high liability and communication skills. Officers are more effective with a full range of skills. Currently, effective problem solving and decision making has received considerable attention. Skills needed for these competencies include reading, math and language, also referred to as "basic skills." Support for student mastery of basic skills is strong. At a recent meeting of criminal justice training center directors, basic skills were voted the top concern (Terry,W. and Stinchcomb, J., 1994). One method of assuring the state that law enforcement and correctional officers are adequately trained is through admission screening, completion of state approved programs and extensive testing.

Admissions and Program Description

Students, also referred to as recruits, or candidates, may enter academies as independent students or as students employed by or sponsored by a criminal justice agency.

Regional assessment centers are performing the task of assisting the state in identifying a pool of the most promising officer candidates. These centers help to recruit and screen potential candidates by providing standardized evaluations. (943.256 F.S.). College catalogues uniformly spell out that academy training is demanding both physically and mentally. Most community colleges require a high school diploma or an equivalency. Candidates to the academy must meet the

requirements for admission to both the academy and community college.

All training schools and programs which offer certification must be approved by the Criminal Justice Standards and Training Commission. Educational or training requirements are spelled out in the Curriculum Frameworks and Student Performance Standards developed by the Department of Education in conjunction with the CJSTC. Topics addressed in the student performance objectives include legal aspects, law enforcement, high liability, (firearms, defensive tactics, medical first responder driving) interpersonal skill and communication. Prospective students must meet college requirements which may include physical fitness and psychological testing. Academy directors can develop additional regional requirements. Such requirements again reflect the responsibilities directors have in meeting the needs of their service district. Many programs directors require prospective candidates to meet grade level standards in basic skills such as math, reading and language before granting admission to the academy. Rather than meeting admission standards, other directors require students to demonstrate achievement of basic skills at a selected grade level in math, reading or language skills before being awarded the vocational certificate.

An initial assumption was that candidates who met admission requirements, or satisfied DOE's basic skills rules, together with completion of the professional course sequence would be successful on the state certification exam. Early certification exam results called into question how well the admission, educational and training requirements prepared the students. Despite having completed high school, and achieving a 9th, 10th, 11th or 12th grade equivalency in reading, language and math on the basic skills test, students performance on the state certification was lower than anticipated.

BASIC SKILLS TESTING

Two points regarding basic skills are worth noting: employers continue to be dissatisfied with basic skill performance, and significant steps have been taken to address the issue. In general, employers are dissatisfied with Florida's graduates in their performance of basic skills. Of the verbal, written, math, reasoning, and reading skills, employers for the third year running have expressed dissatisfaction. Specific to this program review, law enforcement employers rated graduate's written communication skills lower than all other job related or technical skills. These sentiments represented 236 of a possible 309 Florida employers who hired district and community college law enforcement graduates between October and December of 1993 (FETPIP, 1995).

Within the criminal justice training and education community, there has been a series of steps responding to the need to improve basic skills. Minimum passing scores for the Basic Skills exams for law enforcement and correctional programs were initially set in 1985 at the 10th grade level. Later revision by the Department of Education set the passing level at the 9.0 grade level. In discussion with academy directors, the majority of academies require 9th grade level scores to satisfy the basic skills requirement. However, several directors have established 10th, 11th and 12th grade level scores as the minimum score. A cursory review of each academy's certification exam passing percents was made for the October 1994-February 1995 period. Exam results were compared to the required basic skills grade level equivalency. There was no significant correlation between law enforcement exam results and grade equivalency.

Academies with 9th grade equivalency scores had both low, middle and high exam pass rates (e.g., 41%, 81% and 90%). Academies with 12th grade equivalency scores also had low, and high exam pass rates (e.g., 69% and 90%). Also evident was a similar absence of a significant correlation

between basic skills equivalency scores and correctional officer exam results. In conclusion, several factors must work in combination with basic skills equivalency scores to produce the distinction between high and low certification exam results.

Because circumstances under which the grade level is set are dynamic, there is evidence to suggest that revisiting the minimum grade level as a predictor of success would be appropriate. As employment or educational standards change, the issue of basic skills grade level may need regular review. In setting grade level, the decision should rest on the professional needs of officers, and educational quality. Specifically, if a basic skills test is used as a factor in deciding who should be awarded a vocational certificate and who ultimately sits for the state certification exam, the basic skills test should accurately test for reading, language, and math skills needed in the profession. For example, a review could be made of the reading level required on the job and the reading level of the question on the basic skills test. Emphasis should be placed on conducting a readability exam on the test questions. Adjustments on the basic skills and state exam may be necessary. The Criminal Justice Standards and Training Division supports an accurate assessment and prediction of success for academy students who anticipate passing the certification exam.

A procedural issue underlies much of the previous discussion. In addressing vocational-preparatory instruction, Florida Statute mandates the mastery of basic skills for postsecondary adult vocational programs of less than 1800 hours. Each community college is required to provide basic skill instruction. For postsecondary adult education programs of 450 hours or more, students shall complete an entry-level examination within the **first six weeks after admission** (Florida State Statutes, 239.213(1)&(2). Students lacking a minimal level in reading, writing, and computation shall be referred to vocational-preparatory instruction. Students may not receive a certificate of

vocational program completion prior to demonstrating the basic skills required in the curriculum frameworks. This statute requires students and academy staff to address fundamental weaknesses in communication, reading, and math skills at the outset of the program of study. The rule was a response to the vocational preparatory legislation that implemented the Master Plan for Postsecondary Education in Florida.

Neither employers, students, nor citizens question the necessity of basic skills as critical in the success of a law enforcement or correctional officer. The objective of the basic skills test is to identify differences which may exist between present and desired levels of math, language, and reading skills. Early identification and prompt remediation are critical. To align curricular requirements so that course completion occurs and exam certification eligibility is met and then require the academy student to back up and master the basic skills suggests that the basic skills test has been used as an exiting requirement. Use of a basic skills test as an exiting requirement circumvents the law. Basic skills provide a critical foundation for the application of professional and technical education. Basic skills testing, when administered at the outset, is an identifier of weaknesses, and the first step toward building skills necessary to enforce laws and preserve public safety. Prompt examination and remediation is a key element in training.

Recommendation 2

Entry level examinations for basic skills should be completed prior to admission to the academy.

Certification Exam

State certification is issued by the CJSTC to assure the State that sworn officers have the minimum education and training to satisfactorily carry out the responsibilities of their job. Florida

offers certification by written examination. Candidates must have completed a Criminal Justice Standards and Training Division approved basic recruit training program or cross training program within the past four years, be admitted as a reinstatement with appropriate reinstatement course completion, or be exempted from completing the training program or having completed a review course (943.13, F.S.). Evidence of mastering the course competencies does not necessarily require completion of the college requirements for receiving a vocational certificate. As long as the competencies are satisfied, a candidate can sit for the exam.

State Certification Exam Performance

Professions striving for improvement in both education and practice utilize examinations. Currently, pass rates on the state certification exam are good. The Commission and directors of the academies have worked to align academy training with competencies measured on the exam. However, there is significant history which precedes this success.

Early exam results were below expectation. Candidates who had completed high school and had scored at the 9th grade level or above on the basic test had problems passing the state law enforcement and correctional officer certification exam. Early assumptions maintained that the combination of the high school degree, or its equivalent, and successful academy training would assure passing scores on the state certification exam. The analysis of this assumption became the basis of the study by Terry and Stinchcomb (1994). Their research examined the relationship between basic skills test scores and certification exam performance.

In the study, Terry and Stinchcomb examined a population which consisted of 1,168 candidates from 29 different academies who took the state certification exam during the first five months of 1994. From this population, matching scores for the state exam and the TABE (Basic

Skills test used by many academies) were identified for 467 candidates. From the overall population of 467 candidates, 54.6% passed the exam while 45.4% failed the exam. Law enforcement candidates had a 71.3% passing rate and correctional candidates had a 44.3% passing rate.

Seventy-five percent (75%) or more of everyone taking the state exam passed each section of the test, with the exception of Section 4 of the corrections test. Section 4 of the corrections exam focused on interpersonal skills and communications. For correctional candidates, 44.3% passed the state exam, which means over half of the correctional candidates failed. Section 2 of the law enforcement examination focused on communications and interpersonal skills. Unlike the correction's exam, this section on the law enforcement exam did not produce a significant failure rate.

Because failure of one section of the state exam triggered failure on the entire exam, interpersonal skills and communication weakness accounted for 68.9% of the total failure rate for law enforcement and correctional candidates (Terry and Stintchomb, 1994, p. 23). Additional concerns arise in light of the fact that approximately half of the candidates in this study scored at the 12.9 grade level for TABE reading, math and language.

Were there other factors like age, gender or program discipline associated with high failure rates on the state exam? Younger candidates had higher exam scores. Males tended to out-perform females. Higher levels of education were associated with higher exam scores. Higher TABE scores predicted higher scores on the state exam. Program area or discipline, i.e., law enforcement or corrections, provided the strongest exam indicator. The researchers concluded by stating that age, gender, education, discipline and TABE scores do impact state exam scores. However, the impact is weak and accounts for only 3.7 to 11.4% of the state exam score (Terry, and Stintchomb, 1994).

In a similar study published by the Division of Criminal Justice Standards and Training (January, 1995), candidates scoring 12.0 grade equivalency and above on the TABE were 16% more likely to pass the state certification exam. Among candidates scoring above the 12.0 grade level, correctional officer students were 15% more likely to pass and law enforcement were 11% more likely to pass the state exam. Demographic variables did not significantly alter this relationship. The study concluded that the TABE had some predictive value.

It should be pointed out that success on the certification exam has improved. Exam results displayed on Table II (page 37) show many training centers posting success rates in the 80 and 90 percentile. As academy directors and the Division of Criminal Justice Standards and Training studied the exam, revisions were made and improvements occurred. More recent exam results published by the CJSTC indicated such improvement. For law enforcement exams taken by candidates from all academies, the May 1995 average pass rate for initial, first and second time exam takers was 73.52%. In August of 1995, the statewide passing average was 89.2% for all test takers on the correctional officer exam in May of 1995, 73.8% passed. By August of 1995, 85% of 622 candidates passed the exam. Correctional Probation officer exam rates dropped slightly between May and August of 1995. The decline was from 81.6% to 73.5% (FDLE, Exam Results May-August 1995).

Recommendation 3.

Grade level requirements for the TABE should be adjusted to more appropriately reflect job performance and State certification standards.

LABOR DEMAND

The U.S. Bureau of Justice Statistics reports that by 1985 there were over 12,000 local police departments among municipalities in the United States. A clear majority, approximately 75%, of

the departments operate with less that 25 sworn officers (Stinchcomb, 1992).

In 1987 these departments employed over 750,000 individuals of which 550,000 were sworn officers in police and sheriffs' offices. Expenses for salaries, equipment, and operations reached nearly 28 billion dollars. In Florida, the Dade County Police department numbered 2,400. The Los Angeles Sheriff's Office employed 4,500 officers, while the Los Angeles City Police employed over 7,000 officers (Stinchcomb, 1992). The rising crime rate and concern for public safety make law enforcement one of the nation's largest career groups. Employment demand stems from the public's cry for greater public safety.

Florida employs over 67,500 sworn certified officers. The total includes full-time, part-time, and auxiliary officers. This represents approximately 5 officers per thousand civilians, (67,500/13,500,000) an increase from 3.8 officers per thousand (43,355/11,200,000) a decade ago. According to the Florida Department of Labor and Employment Security Commission (1994) the demand for law enforcement officers is expected to grow significantly.

For example, between 1992 and 2005, 5,432 new officers will be needed. This represents a 26.44% increase. Not surprisingly, correctional officers will experience the largest demand increase. Approximately 22,814 officers were employed in 1992. Current projections indicate that an additional 20,844 new officers will be needed by 2005. This represents a 91.36% increase. Over the thirteen year projection year period, approximately 1,600 new correctional officers will be needed per year.

Worth noting is the recent increase in the demand for correctional officers. The Florida Legislature during the past two years has addressed the need for additional prison beds. Consequently, job opportunities have increased the number of anticipated openings. The

Department of Labor and Employment Security forecast includes anticipated demand but the Criminal Justice Standards and Training Commission suggest that the number of prospective officers taking the state certification exams have increased almost 100%. If the demand for correctional officers is understated in this report, it is conceivable that the projection of 1,600 could be as much as 3,200. The doubling of officers needed would have a significant impact on the request for Legislative funding.

LABOR SUPPLY

For the purposes of this report, labor supply will focus on the enrollment and completion figures of community college students in the correctional officer and law enforcement programs. It should be remembered that law enforcement agencies and school district vocational centers also operate training academies. Their graduates make critical contributions to the supply of criminal justice officers.

Anticipating program growth requires a comprehensive view of academy graduates. The state would be well served if enrollment and graduation figures could be aggregated and systematically distributed to all administrative, educational and criminal justice agencies. Policy recommendations developed by a joint commission of program directors, state level law enforcement administrators, and educators would use data reports to develop guidelines which assure an adequate supply and a minimum labor oversupply.

The Division of Community Colleges, Bureau of Research and Information Systems, provides aggregated figures for program enrollment and completion. From a general perspective, enrollments in the college programs have increased. Specifically, between 1990 and 1993, Law Enforcement enrollments grew from 1,031 to 1,713. The number of completers also grew from 563

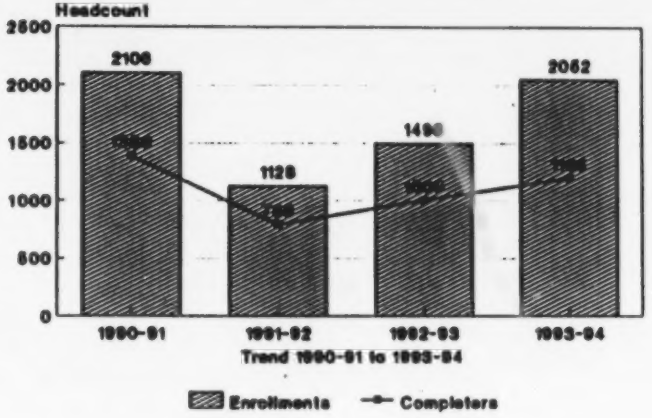
to 889 (Division of Community Colleges, 1995). Table IV on page 37 displays the program growth trend.

Correctional Officer programs have enrolled over two thousand students during the past four years. Completers declined slightly, dropping from 1,384 to 1,196 between 1990 and 1994 (see Tables III, page 37). Because recent legislation has increased funding for prisons, the demand for correctional officers has increased. Unfortunately, resources have not been available to coordinate employment supply and demand information. Without coordination, planning difficulty is compounded as the agencies charged with incarcerating prisoners, certifying officers and providing education have not reached mutual agreements. Unless employment trends are understood, community college program planning will be less than desirable.

Table V, page 37, indicates enrollments in Correctional Probation Officer programs have reached over 150 during the past four years with completers reaching an impressive 149 out of 150 during 1994 (Division of Community Colleges, 1995). Here again, there is inadequate forecasting data available. Correctional Probation Officers are not listed as a separate occupation in the Department of Labor projections.

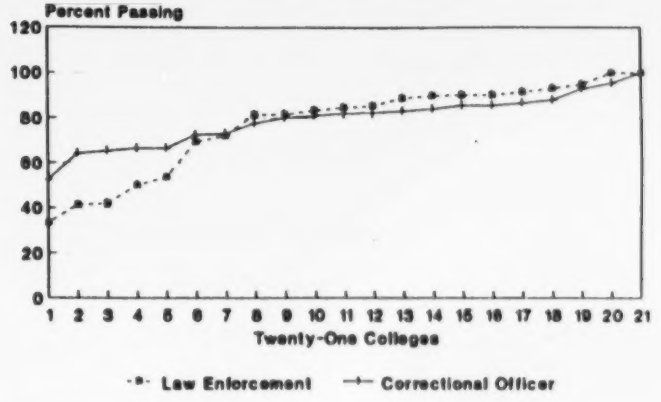
Table II, III, IV and V

CORRECTIONAL OFFICER
Student Enrollments and Completers



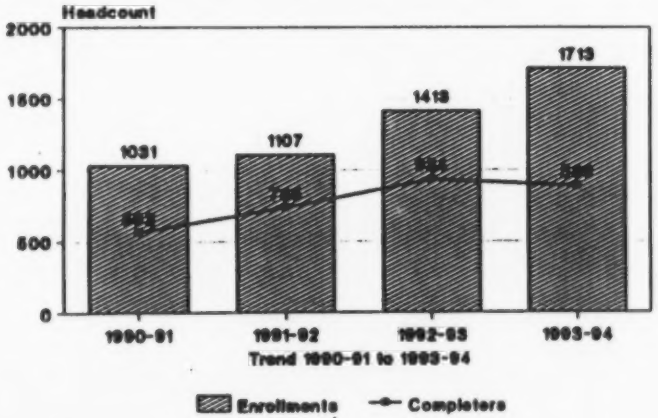
Division of Community Colleges, 1996

CERTIFICATION EXAM RESULTS
PERCENT PASSING 10/94-2/95



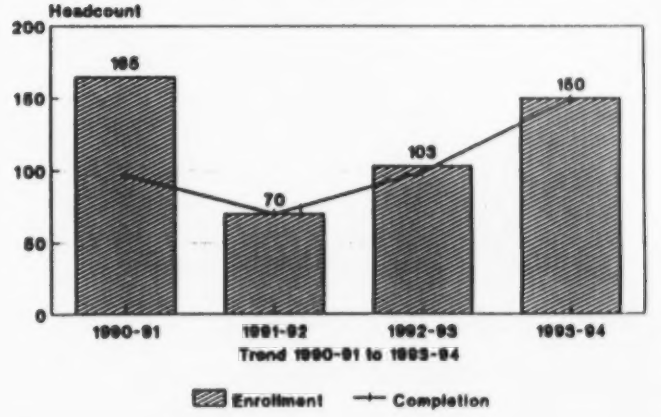
Division of Criminal Justice Standards and Training, 1996

LAW ENFORCEMENT
Student Enrollments and Completers



Division of Community Colleges, 1996

CORRECTION PROBATION OFFICER
Student Enrollments and Completers



Division of Community Colleges, 1996

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COMMUNITY COLLEGE FUNDING

The Criminal Justice Standards and Training Commission is responsible for certification and training of sworn officers. Sixteen training regions are located throughout the state. The October 1994 CJST Training Schools Address List cites 41 certified schools. The majority of training centers, also known as institutes or academies, are housed with vocational-technical centers and community colleges. Funding for community college academies is provided from three sources. For Basic Training programs in Law Enforcement, Correctional Officer or Correctional Probational Officer, state funds derived from General Revenue and Lottery funds appropriated by the Legislature under the Community College Program Fund (CCPF) are used. For advanced or specialized courses, the Criminal Justice Standards and Training Trust Fund and the Criminal Justice Training Improvement Trust Fund provide support. The third source includes local law enforcement agency contributions of funds, personnel, and materials; and tuition from agency sponsored and non-agency sponsored candidates.

For community colleges, the CCPF is designed to reflect the mission of the colleges in their service to the state. The primary mission of the community colleges is to respond to community needs and to offer postsecondary academic education, career education, vocational job entry, supplemental, and technology-based training. When assigned, the colleges also provide adult precollege educational programs.

The procedures for developing the CCPF and approval for such funds are found in Florida Statutes 240.347, 240.359 and 240.361. Funds are apportioned and distributed to the colleges by state law with regulation from the State Board of Education and the State Board of Community Colleges. Factors used in apportionment include:

- An estimate of the annual enrollment based on prior enrollments and demographic changes
- The college's base budget, matriculation, and tuition fees
- Cost to continue which includes salaries and price levels
- Enrollment workload which is determined through full time equivalent enrollment, average direct instructional cost, and cost for support services

Section 240.347(1), Florida Statutes, indicates that the annual apportionment be distributed to each college in twelve monthly payments. Once funds are received by the college, institutional discretion channels the distributions of funds to the various departments and programs. Campus administrators notify program directors when funds are available for program operation.

Criminal Justice Academy Directors work with college administrators in an attempt to operate in a cost effective manner without compromising training quality. Several issues, however, need further study if state demand for qualified officers is to be adequately satisfied. Many of these issues have direct funding consequences.

Program Operation

Academy directors indicate it is not unusual for actual contact hours to exceed anticipated contact hours. For example, a 796 Clock Hour Law Enforcement program may require over 1400 paid instructor hours. The additional clock hours arise as directors respond to performance and proficiency requirements employers expect for new officers. As one director explained, new competencies or additional competencies are often needed by local agencies. Because new or up-dated competencies must be taught with low student teacher ratios for quality instruction, contact hours increase significantly.

The nature of law enforcement and correctional officer training often translates to additional

expenses for instructors and equipment. For example, driver instruction must be carried out within the approved instructional standards. In meeting these standards there is typically one instructor in the patrol training vehicle with one officer candidate. To effectively move a class through the training sequence in a timely manner, additional instructors are needed and salaries increase. In addition, patrol vehicles typically cost over $20,000 each. Concerning supplies, colleges are permitted to assess a student fee for consumable supplies. However, several directors were concerned that their institutions placed a 5% cap on consumable fees. As a result, student fees frequently did not cover the full cost of supplies such as not consumable supply-capital outlay, ammunition and firearms. FTE weights and caps on tuition play a significant role in determining program effectiveness. Academy directors have voiced concern over funding weights for selected high cost Public Service programs. Several directors feel cost differentials need to be developed in a state as diverse as Florida. As cited above, training standards for high liability courses such as Firearms or Medical First Responder require a lower student teacher ratio. Other expenses include costs of facilities, vehicle operations, and weapons.

Though the academies take cost saving measures such as using part-time faculty, with higher levels of training essential for effective service, expenses are anticipated to rise. Quality control standards are of concern to all individuals in the profession. Difficult decisions must be addressed regarding the tradeoff between cost reductions and quality standards.

One decision which favors criminal justice programs involves adjusting the base funds designated for Postsecondary Adult Vocational Programs (PSAV). Cost for PSAV programs are grouped among seven vocational areas. Criminal Justice program budget requests are grouped in the Public Service area. As cited earlier, academy directors incur additional expenses in courses with

low student teacher ratios and in courses where costly resources are needed. Criminal Justice costs are averaged with other PSAV Public Service programs. Because other programs do not incur these excess expenses, excessive costs for criminal justice programs are minimized in the averaging calculations. Therefore, funds available to high cost programs are reduced relative to their original budget. In addition, academy directors feel that consideration should be given to the fact that Postsecondary Vocational (PSV) programs with similar low teacher ratios and resource expenses often receive $1,500 more in funding per FTE (Proposed 1995-1996 Community College Program Fund). These complexities make allocations to programs by college presidents and vocational deans a difficult task.

Because funding of the state's community colleges is uniquely designed to serve the local community, a brief explanation will assist in understanding the funding process. College administrators are called upon to satisfy an infinite list of community needs. Local college presidents and trustee boards are entrusted with this responsibility. Decisions made at the local level have the best chances of satisfying community needs. The current community college funding system is built on prior year costs and FTE's. However, distributions to individual college programs are based on budgets submitted by program directors and needs of the college in general. There is considerable responsibility which local college administrators assume in this process. However, the process has served the state with remarkable success over the decades.

Criminal Justice Standards and Training Trust Fund

The Criminal Justice Standards and Training Trust Fund is a mechanism for providing regional training centers with funds for advanced and specialized training and training school enhancements. (In addition, there are two other trust funds which operate concurrently with the

Criminal Justice Training Trust Fund.) One is the Administrative Trust Fund for operation of the Commission and the Division of Criminal Justice Standards and Training. The second is the Criminal Justice Training Improvement Trust Fund which is for the development, validation, and maintenance of instruments related to the selection, employment, training and evaluation of officers (Master Plan, Part One, 1992).

One reason for state involvement in providing local funds for training is the evolution which took place after 1967 when the hiring and training of law enforcement officers moved from local responsibility to a state level. In June of 1967, the Police Standards Council was formed to provide uniformity across the state. In 1975, the council became a commission in the Florida Department of Law Enforcement. In 1988, the Corrections Standards Council was changed to the Department of Corrections. Correctional Probation Officers and Correction Officers employed by private firms under contract to the Department of Corrections were also included in the move toward uniform hiring and training.

Trust funds are collected through additional court costs. The costs are sent to the Department of Revenue where they are held in the Additional Court Cost Clearing Trust Fund (ACCCTF). Funds are earmarked for the Department of Law Enforcement and the Department of Community Affairs. Distribution of the Criminal Justice Standards and Training Trust Funds are made by the Commission with the assistance of the regional training councils.

One original funding source was an optional local court cost earmarked for criminal justice training. The two dollar court cost was to provide education and training for officers and support staff. In 1988, it was the local training agency administrators who approved expenditures from the fund (Section 943.25(13), F.S.).

Currently, funds in the Additional Court Cost Clearing Trust Fund are accumulated from a three dollar assessment on criminal penalties. Two dollars and seventy-five cents of the assessment are for the Criminal Justice Standards and Training Trust Fund (CJSTTF). The remaining twenty-five cents is for the Department of Community Affairs.

Civil penalties also generate funds for the Additional Court Cost Clearing Trust Fund. Five point one percent (5.1%) of civil penalties are deposited into the ACCCTF. Sixty-seven percent of these funds are earmarked for the CFSTTF. An additional section stipulates that 67% of the money in the ACCCTF go to the CJSTTF, 25% to the Administrative Trust Fund, and 8% to the Department of Community Affairs.

Expenditures to the training regions occur in two steps. Funds are designated for contract purposes with a university, community college or other organization for training or facilities. In the second step, the Commission uses a formula for distribution of remaining funds. Currently this formula is based on the full time equivalent criminal justice (FTE) officer population in the region. (Rule 11B-18, F.A.C.). Total monies divided by the FTE officers equals the per capita allocation to each region (F.S., 943.25). It should be pointed out that these funds are not designed to supplant basic funding to the training centers. Basic funding needs to be improved to meet the heavy expenses of operating the centers. These funds do represent a source of enhancement funding that is not available to other community college training programs.

Proposed Funding Request

With an anticipated reduction in state revenue, and increasing demand for correctional officers, there is a need to develop a number of funding proposals. Though no one proposal will fulfill all criteria, this report presents two proposals worth considering. The first proposal assumes

a statewide educational standard of quality can be identified. These standards would be used to guide program funding and operation. The standards of quality education and training would serve as bench marks for college administrators. The second proposal uses population and demographic projections to estimate costs to graduate additional officers.

Proposal 1.

The success rate of criminal justice training is impressive. Scores on state certification exams are rising and more academies are reaching 90% and above pass rates. Attrition is a minimum problem. Directors have indicated most graduates are successful in finding employment. In addition, those who do not complete the academy training but who satisfactorily meet all the CJSTC competencies can still sit for the certification exam. State resources spent in law enforcement and correctional programs offer a value added dimension in that not only are the academy graduates productive, but they also have the skills to enter gainful employment.

Part of the success in the training can be attributed to meeting training school (academy) requirements. These requirements are found in the Florida Statute, (F.S. 943.14), Florida Administrative Code (11B-21.005), and Section F, Policies and Procedures Manual, Certified Training Schools, Division of Criminal Justice Standards and Training. These requirements include training standards such as: a full time director, a full time administrative assistant, two full time instructors or instructional coordinators. Specific instructors are required for the following subjects: law, investigation, law enforcement and correctional procedures (including high liability courses), emergency medical procedures, and human behavior (11B-21.005(3).

Facility standards are described in 11B-21-0005(1). In March of 1988, the Division of Community Colleges published a report entitled "A Comprehensive Review of Criminal Justice

Training in Florida". In this report the Department of Education's Division of Vocational Adult and Community Education indicated that there was a need for funds which totaled $1,758,486 for equipment and facilities. Recommendations were made to pursue legislative funding or changes in the trust fund law and guidelines to permit expenditures.

This same report also indicated staffing issues which needed to be addressed but a funding amount was not determined. The staffing recommendation paralleled the staffing pattern suggested in the Florida Administrative Code.

Meeting the academy staffing and facility standards as stated in FAC rule could be established as a quality bench mark for college administrators as they make funding decisions. Despite academy improvements that have been made since 1988, college administrators would be well served by identifying action needed to meet the quality standards. The action steps converted to a dollar value could be aggregated at the state level. Legislative funding could be pursued using the aggregated academy funding needs, and trust fund law adjustments could also be revisited.

Proposal 2

By combining the estimated average annual number of openings for law enforcement and correctional officers with statewide average costs for community college public service student FTE, additional funding in the amount of $5,000,000 is needed to meet annual employment demand. Table VII (page 47) displays the formula and calculations used to determine this amount.

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CALCULATION OF A PROPOSED FUNDING REQUEST

The second proposed funding model hinges on labor demand and program cost figures. By examining the intended outcomes, the proposal uses average training costs per academy needed to graduate officers and meet anticipated employer demand.

Average Annual Current Demand

The Florida Department of Labor publishes an Estimate of Average Annual Openings for various law enforcement occupations. Several occupations listed in the Department of Labor's Forecast match exactly the programs offered at the community college training academy. For other law enforcement occupations, there is no exact college program match. For the purposes of this request, a demand estimate was made using a portion of the average annual openings in those law enforcement related occupations. In determining the number of community college academy graduates who would be needed to satisfy anticipated job demand, a proportion was used based on state certification exam statistics. Average annual demand includes openings due to new jobs, retirement, and those who leave the profession.

A. Demand (Estimate of Average Annual Openings) for:

Patrol Officer	1,143
Correctional Officers	1,861
Estimate - Sheriff, Deputy Sheriff, Game and Fish Warden, Railroad Police	251
Total	**3,255**

B. Supply (Based on 1993-94 Data)

Division of Community Colleges program completers for Correctional Officer, and Law Enforcement Officer

1,196 + 889 = **2,085**

C. Proportion Community College Academy Students

Community College academy exam takers/ Total exam takers (this proportion can vary):

Law Enforcement: 866 of 1,288	=	67.0%
Corrections: 1,234 of 1,507	=	81.8%
Average		74%

D. Proportion of Anticipated Demand Provided by Community Colleges
Total Colleges need to Supply 3,255 x .74 2,409

E. Attrition Factor (Students Needed So That The Number of Enrollments Lost Due To Attrition Will Reach Current Number of Completers

Completion Rate: Completers divided by enrollments, Four year average)

Law Enforcement	38%
Correctional Officer	62%
Average Attrition	50%

F. Additional Students Needed (Community Colleges Need To Supply + Additional Students

Completers Divided by Completion Rate (Average Completion Ratio)
2,085 / .50 = 4,170
Enrollments Needed Less Current Supply
4,170 - 2,085 = 2,085
Lost Due To Attrition + Completers
2,407 + 2,085 = 4,492

G. Additional Enrollments Needed

(Total Anticipated Demand - Current Supply)
4,492 - 2,085 = 2,407

H. Costs

Enrollments Needed X Average Program Length (clock hours) divided by 900 (900 clock hours =1 FTE)

2,407 X 555 / 900 = 1,335,885/ 900 = 1,484 FTE's
(average length combines both programs and may be higher)

Total FTE's times costs per FTE
1,484 X $3,814 = $5,661,183

RECOMMENDATION 4.

Development of program budget requests and subsequent funding should reflect the high costs associated with these programs and the state standards which reflect high quality basic recruit training.

SUMMARY AND CONCLUSION

Frequently state agencies approach the Legislature and advocate to the public the need for funding based on such factors as the sheer increase in the number of new clients, more classroom seats, additional highways, and increased protective services. Indeed, Florida's growth rate evidences a strong case for seeking additional resources. As the fastest growing state in the union, with over 270,000 new residents per year, an aging population, and rapid growth in the number of school age children, growth figures argue persuasively for additional support.

More specific to this review is the epidemic growth of crime in Florida. Safe schools, safe communities, safe highway rest areas and mandatory sentencing, are all initiatives predicated on protection from crime. For example, in legislation referred to as the "Safe Streets Initiative of 1994" (Chapter 93-406), there is direct emphasis on the incarceration of state prisoners. Section 38 commits the state to appropriate funds to construct and operate correctional facilities. To meet this requirement additional law enforcement officers, correctional officers and correction probational officers must be trained.

In addition to protection initiatives, there is growing support for improving the quality of education and training of sworn officers. The mission statement of the Criminal Justice Standards and Training Commission underscores the importance of qualified, well trained officers. To accomplish this mission requires cooperation among state agencies such as the Florida Department of Law Enforcement, the Department of Education, the Department of Corrections, and the Department of Labor and Employment Security.

The problem addressed in this review is that state resources are already straining to meet the demands of a growing population. The additional resources needed to address the education and

training of criminal justice officers will be difficult to find. Academy training is expensive. The addition of decision making and problem solving skills to a law enforcement and correctional officer curriculum which is already filled with technology and professional skills is a fiscal concern. For community colleges, costs could increase approximately $5 million, depending on the actual officer demand experienced. Criminal Justice issues place an increasing burden on the state which is likely to see the $700 billion state budget double over the next 12 to 18 months (Joint Legislative Management Committee, 1995). Therefore, the purpose of this review is to not only describe the demand and supply of officers, the curriculum, and the certification examination of officers, but to offer recommendations which address current and potential training, labor and funding issues.

The principal methodology used in collecting the data was literature review. Particularly influential were documents received from the Criminal Justice Standards and Training Commission; the Department of Corrections; the Department of Education, Division of Community Colleges, Bureau of Management Information Services, the Division of Applied Technology and Adult Education; and the Department of Labor and Employment Security. Several academy directors at the community colleges and staff members of the DCJST offered valuable insights.

One of the bright spots found in the cited literature and in personal testimony was a resolve to address crime in Florida. From the Governor's office, to the defensive tactics instructors, to the officers who daily face injury from prison contraband, there was an atmosphere of dedication to make Florida a safe place to live. Success stories exist. For example, Florida Keys Community College recently passed their audit by FDLE. Local employers are pleased with their graduates and close to 100 percent of the graduates find job placements in the State.

Findings in this review indicate that curriculum changes will evolve as an emphasis on

college level programs become the standard for entry into the profession. Academy directors will need to further clarify articulation procedures as officer candidates move from PSAV to PSV programs. Because of the higher job entry level standards, students entering training academies will have to have the basic communication and computation skills mastered at the outset. Placement rates continue to be high and certification exam pass rates have improved significantly.

Employment indicators point to an increasing need for correctional officers. Based on returns of a 1995 survey, the colleges currently enroll approximately 2,100 correctional officer candidates and 1,900 law enforcement officer candidates. To reach the projected figure of 1,600 additional correctional needed by 2005, new facilities and training resources will be needed.

The Florida Legislature has responded by appropriating resources for more prison beds and more officers. Our colleges are scheduled to bring facilities valued at $19,000,000 on line during the next three years. The Florida Correctional Privatization Commission is opening the door to correctional facility development. Private firms offer cost efficient and well managed inmate supervision and rehabilitation programs which could improves the state's ability to manage and rehabilitate criminals. A funding plan was outlined in this review to finance and fulfill the labor market projections. The plan focuses on meeting high quality training standards. The plan also provides colleges with the ability to respond to local needs in an efficient and effective manner.

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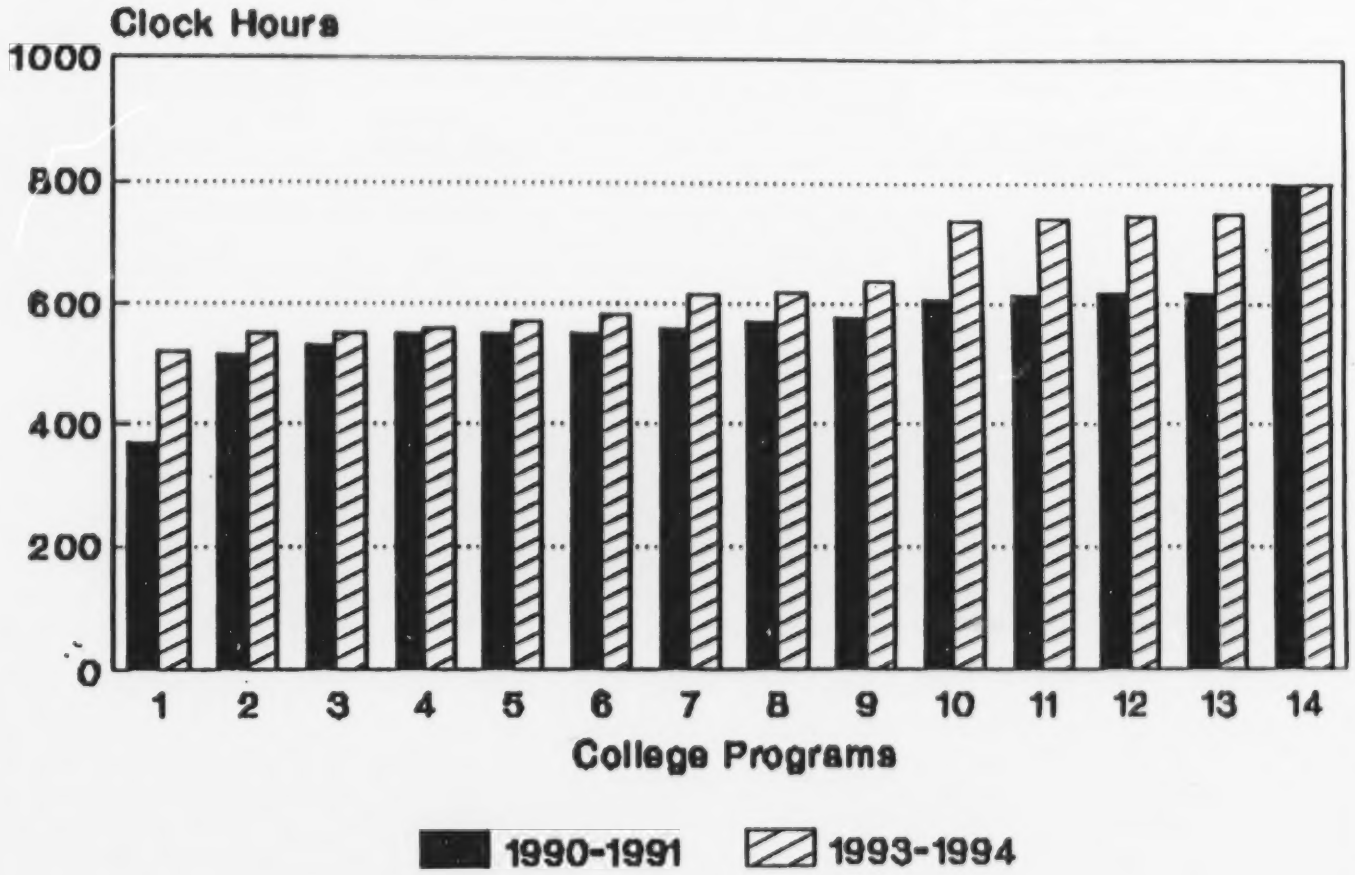
APPENDIX A

LAW ENFORCEMENT PROGRAM LENGTH

Total Programs By Clock Hours



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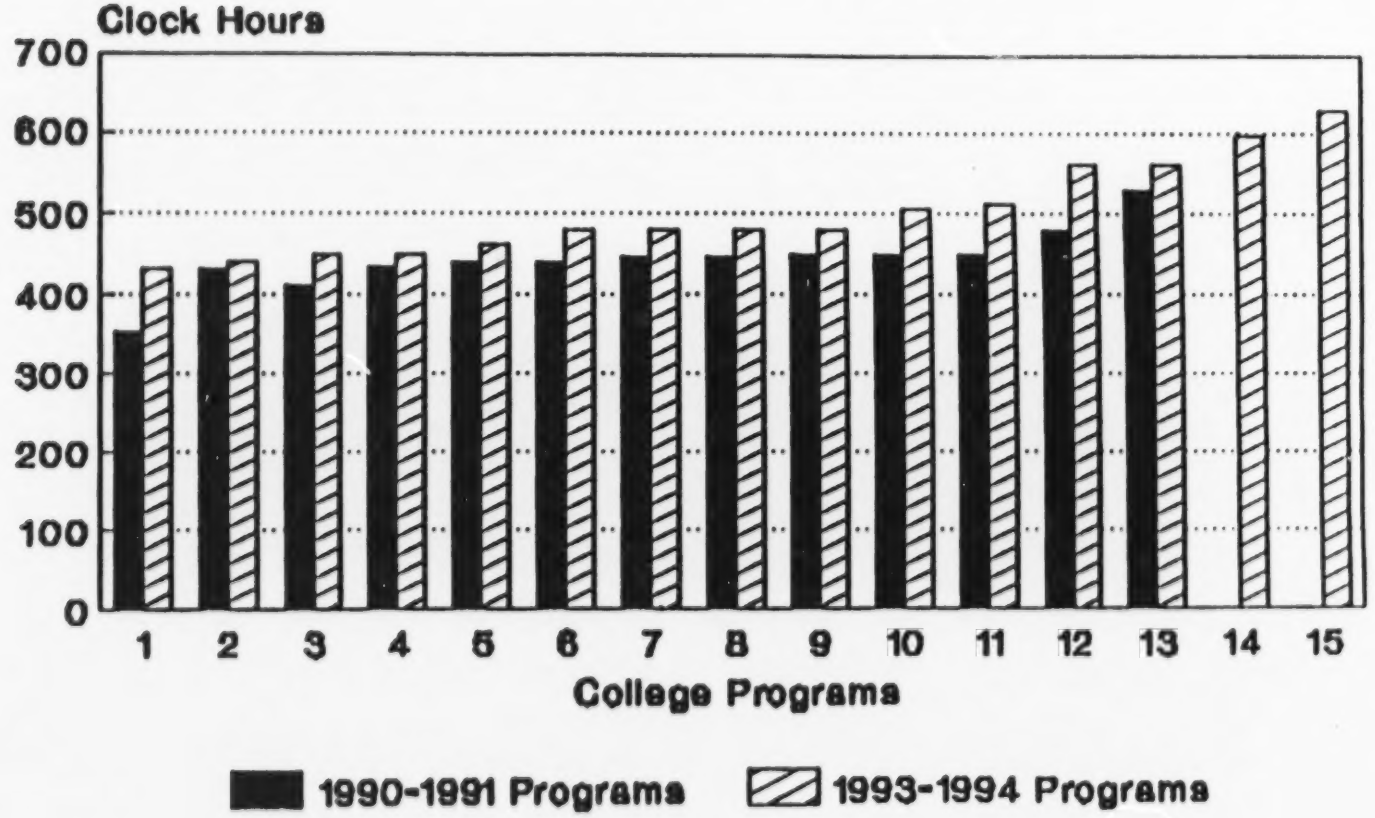
APPENDIX B

CORRECTION OFFICER PROGRAM LENGTH

Total Programs By Clock Hours
1990-1991 and 1993-1994



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Florida Department of Education
Frank T. Brogan, Commissioner

Affirmative action/equal opportunity employer